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Chairman: Mr. Saizonou (Vice-Chairman) ..... (Benin)

Acting Chairman of the Advisory Committee on Administrative and Budgetary Questions: Mr. Saha

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In the absence of Mr. Ashe (Antigua and Barbuda), Mr. Saizonou (Benin), Vice-Chairman, took the Chair.

The meeting was called to order at 2.35 p.m.

Agenda item 151: Financing of the United Nations Mission in the Sudan (A/60/190 and A/60/428)

1. **Mr. Sach** (Controller), introducing the report of the Secretary-General on the budget for the United Nations Mission in the Sudan (UNMIS) for the period from 1 July 2004 to 30 June 2006, said that the budget was shown separately for the two periods 1 July 2004 to 30 June 2005 and 1 July 2005 to 30 June 2006. The budget amounted to $222 million in the first period and $1,017.6 million in the second period. However, under the revised deployment schedule for military and police personnel, civilian personnel and the air transportation fleet, the estimate for the second period had been reduced to $969.5 million. The key resource requirements fell under five headings: military contingents; facilities and infrastructure; air transportation; ground transportation; and civilian personnel.

2. The provision for troop payments, deployment travel of military contingent personnel, recreational leave allowance, daily allowance, death and disability compensation, rations, reimbursement for contingent-owned equipment and freight cost for deployment of contingent-owned equipment was based on the actual deployment of 965 troops, including 99 staff officers, as of 30 June 2005 and, under the revised deployment schedule, on a total authorized strength of 9,250 troops, including 178 staff officers, by 31 December 2005.

3. The estimates for facilities and infrastructure totalled $48,983,000 for the first period and $229,918,800 for the second. In the first period, most of the resource requirements concerned the acquisition of equipment, including prefabricated facilities, generators and fuel tanks and pumps. In the second period, they related mostly to the additional acquisition of prefabricated facilities, rental of premises, construction and renovation services, generator fuel and reimbursement of self-sustainment to troop-contributing countries.

4. The estimates for air transportation included operating costs, liability insurance and fuel for a fleet of 12 fixed-wing and 11 rotary-wing aircraft for the first period and, under the revised deployment schedule, of 18 fixed-wing and 37 rotary-wing aircraft for the second.

5. The estimates for ground transportation provided for the acquisition of vehicles in an amount of about $44 million in the first period and about $55 million in the second, for the establishment of a fleet of 2,189 vehicles.

6. The proposed civilian personnel staffing of 3,951 included 2,690 (68 per cent) national staff and 208 United Nations Volunteers.

7. The actions to be taken by the General Assembly were set out in paragraph 292. As indicated in subparagraphs (a) and (c), the budget for the period from 1 July 2004 to 30 June 2005 had been proposed at $222,031,700, some $57.5 million lower than the amount previously assessed on Member States under General Assembly resolution 59/292; the reduction was due to delays in troop deployment. That $57.5-million balance would be applied to the assessment required for the period from 1 July 2005 to 30 June 2006.

8. In the light of the revised deployment schedule for military and police personnel, civilian personnel and the air transportation fleet for the second period, the requested appropriation (para. 292 (b)) had been reduced from $1,017,602,600 to $969,468,800. Therefore, the amount to be assessed for the period from 1 November 2005 to 30 June 2006, after the application of the balance of $57.5 million and the $315,997,200 already assessed (para. 292 (d)), had been reduced from $644,135,800 to $596,002,000.

9. **Mr. Saha** (Acting Chairman of the Advisory Committee on Administrative and Budgetary Questions (ACABQ)), introducing the Advisory Committee's report on the item (A/60/428), said that it was recommending reductions totalling $48.1 million, in the areas of military and police personnel, civilian personnel and air transportation. The reductions were due to delays in deployment and were based on the revised figures provided to ACABQ at its request. The new proposed phased deployment schedule and the revised related costs were set out in annexes I and II of the report respectively.

10. UNMIS had a unique, decentralized organizational structure which required it to develop an accountability framework specifying the respective responsibilities of headquarters and regional offices for

both substantive and administrative work. The Advisory Committee recognized the need for a structural framework tailored to the mandate of UNMIS, which did not need to be replicated in other missions, and stressed the particular importance of cooperation among all actors in view of the responsibility for coordination of all activities of the United Nations system in the area, as requested in paragraph 3 of Security Council resolution 1590 (2005). The Advisory Committee was of the opinion that the structure of the Mission, the allocation of posts and their grade levels, especially at the D-1 and D-2 levels, should remain under review in the light of the full deployment of the Mission and experience gained. Offices and units should be consolidated wherever possible, and a determination should be made as to which functions could be more efficiently or cost-effectively provided centrally. Furthermore, the relationship between UNMIS and the Office for the Coordination of Humanitarian Affairs should be clarified, as should their distinct functions.

11. The Advisory Committee welcomed the Mission's efforts to maximize the participation of the local population, thus contributing to capacity-building, transfer of knowledge and a sense of ownership. It recommended that further clarification should be provided to the General Assembly on the proposed expenditure of assessed contributions for disarmament, demobilization and reintegration in order to demonstrate that the plans were fully consistent with the General Assembly's intent.

12. On a familiar theme, the Advisory Committee made a number of observations with regard to the need for the rationalization of training, including training-related travel. Once again, it called for more in-house training in the region or training through the use of information and communication technology.

13. **Mr. Elnaggar** (Egypt), speaking on behalf of the African Group, drew attention to the extensive and complex mandate of UNMIS set out in Security Council resolution 1590 (2005). The African Group commended troop-contributing countries for their commitments in support of UNMIS and encouraged them to increase the deployment rate; it also urged the Secretariat to work closely with them to ensure swift deployment.

14. The late issuance of the documents on the item was a matter of concern, for it impaired the work of the Committee and the ability of Member States to thoroughly examine the many important issues involved. The Group trusted that the matter would be adequately addressed in the future.

15. The African Group joined the Advisory Committee in welcoming the review undertaken by UNMIS in the light of the previous ACABQ report (A/59/768). It acknowledged that the budget submission represented a work in progress, and reaffirmed the need to allow adequate time for the Mission to develop before making hasty cuts in its financing. In view of the reduction in the proposed budget recommended by the Advisory Committee for the period from 1 July 2005 to 30 June 2006 as a result of delays in troop deployment and personnel recruitment, the Group would seek confirmation of the status of deployment and recruitment in order to ensure the effective functioning of UNMIS. It agreed that full deployment and the experience gained in executing the mandate would help to streamline the Mission's administrative structure, but that should not be used as a pretext for achieving budgetary efficiency at the expense of operational efficiency. The United Nations Assistance Cell, established in Addis Ababa to facilitate coordination with the African Union Mission in Sudan, would enhance the interaction between the United Nations and the African Union in support of the peace process. The Group would therefore welcome clarification of the Advisory Committee's observations in that regard.

16. The African Group joined ACABQ in welcoming the Mission's plans to maximize local participation in its work, for that would promote local ownership and contribute to capacity-building, particularly in southern Sudan, where it was most urgently needed. Since local capacity would not always be available, UNMIS should step up the implementation of training programmes for suitable candidates from among former combatants, in accordance with the Secretary-General's progress report to the Security Council (S/2005/579). It trusted that training resources would be utilized judiciously.

17. In its resolution 59/296, the General Assembly had emphasized that disarmament, demobilization and reintegration programmes were a critical part of peace processes and integrated peacekeeping operations and had underlined the Secretary-General's intention to submit integrated disarmament, demobilization and reintegration standards to the General Assembly at the current session. The African Group therefore noted

with concern the Advisory Committee's attempt, in paragraph 45 of its report, to redefine the intentions of the General Assembly with regard to the financing of such activities. The Advisory Committee should address such issues in accordance with the letter of the relevant General Assembly resolutions.

18. **Mr. Horner** (United Kingdom), speaking on behalf of the European Union; the acceding countries Bulgaria and Romania; the candidate countries Croatia and Turkey; the stabilization and association process countries Bosnia and Herzegovina and the former Yugoslav Republic of Macedonia; and, in addition, Norway and Ukraine, said that the European Union offered its appreciation to all the military and civilian personnel operating in the Sudan in such difficult conditions. It trusted that their efforts would bring peace to a country which had suffered unrest for too long.

19. The attempt by UNMIS to portray its requirements clearly in the budget submission was welcome, as were its comments in response to the concerns expressed by the General Assembly and ACABQ about its structure, grade levels and air operations. Since the United Nations must operate as a single entity in the Sudan, he would welcome clarification that there was indeed a clear delineation of functions between UNMIS and the other United Nations entities on the ground, together with information as to how the two Deputy Resident Coordinator/Humanitarian Coordinator posts were funded. He would like to receive information from representatives of the other major United Nations organizations in the Sudan or of the United Nations Development Group on the integration of operations in the Sudan.

20. While aware of the operational requirements for two distinct headquarters and a number of regional and subregional offices, the European Union agreed with the Advisory Committee that the numbers and levels of posts should be kept under review. It applauded the increased use of national staff, but a larger number of offices should not necessarily be accompanied by a proliferation of civilian personnel. It sought confirmation that the delegation of authority to regional offices had been matched by the application of strong accountability measures.

21. The amount budgeted for air services was inevitably large in such a large country, but there should be maximum sharing of regional assets, especially as so many peacekeeping operations were active in neighbouring countries. That arrangement had worked well in West Africa, and asset-sharing should be instituted among UNMIS, the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), the United Nations Mission in Ethiopia and Eritrea (UNMEE), and the United Nations Operation in Burundi (ONUB).

22. The European Union reiterated its strong support for disarmament, demobilization and reintegration programmes and recalled the firm parameters which had been set for the funding of such activities from assessed contributions. It was therefore puzzled as to why the Advisory Committee was not satisfied with the explanations received in respect of the budget for those activities.

23. **Ms. Ferguson** (Canada), speaking also on behalf of Australia and New Zealand, said that the very detailed budget presentation reflected the magnitude of the challenge facing the international community. The three delegations understood that there were many unknowns in the Mission's start-up phase which made budget forecasting difficult. The Advisory Committee had acknowledged that point while identifying several areas of potential concern; UNMIS should certainly continue to refine its management and administration in the light of full deployment and experience gained. The three delegations also agreed that in tailoring its structure to the realities on the ground, UNMIS must ensure clear lines of responsibility and avoid duplication of functions, as well as establishing clear accountability and an effective oversight framework.

24. The level of resources requested for UNMIS was virtually unprecedented. It was therefore important to focus on the best financial and administrative practices, adopting an integrated and holistic approach and taking full advantage of the expertise and resources of the United Nations system. But UNMIS could not fulfil its mandate alone without the support of the international community, in the form of both assessed and voluntary contributions. It was impossible to overstate the importance of full and timely payment in that regard. UNMIS had the potential to create peace and prosperity where there had been conflict and hardship; Australia, Canada and New Zealand pledged their full support to that undertaking.

25. **Ms. Lock** (South Africa) said that the management of UNMIS should be accorded the same amount of time to implement the provisions of General Assembly resolution 59/296 as had been granted to other peacekeeping operations. The Committee should not reopen policy matters which had already been acted on by the General Assembly in June 2005. The management of UNMIS deserved commendation for acting quickly on the initial observations of ACABQ.

26. UNMIS had developed its organizational structure in response to the complex mandate set out in Security Council resolution 1590 (2005), drawing on the template for complex peacekeeping operations while tailoring the structure to its own unique requirements. That approach was welcome, for the Secretariat should always apply the template flexibly. Any attempt to refine the structure further, as requested by ACABQ, should be aimed at the effective implementation of the mandate.

27. Her delegation had noted the close cooperation between UNMIS, MONUC and UNMEE. However, given the vastness of the Democratic Republic of the Congo and the expanded role which the Security Council had decided to give MONUC, the resources and capacity of MONUC had been placed under considerable strain. Any attempts to increase regional cooperation, including the sharing of assets, must allow for the smooth functioning of the individual operations.

28. South Africa stressed the importance of the successful implementation of the disarmament, demobilization and reintegration programme in the Sudan and shared the concern of the African Group regarding the observations made by ACABQ in paragraphs 40 and 45 of its report. The Advisory Committee appeared to be questioning not whether such a programme was in line with the UNMIS mandate, but whether it met the intent of the General Assembly, as stated in resolution 59/296, regarding the use of assessed contributions for such activities. The decision already taken by the General Assembly on the matter must be adhered to in full, and there must be no attempts to go back on the agreements reached in June 2005. South Africa fully supported the Secretary-General's resource request for the Mission's disarmament, demobilization and reintegration activities.

29. Close cooperation between the African Union and the United Nations, as mandated by the Security Council, was essential to ensure a lasting solution of the conflict in the Sudan. In response to the Security Council's request, the Secretary-General had submitted to the Council the findings of the Joint Assessment Mission, including information on the establishment of the United Nations Assistance Cell in Addis Ababa. Her delegation was therefore puzzled by the observation made by the Advisory Committee in paragraph 21 of its report, which seemed to question the need to maintain the Cell. Any review of the situation in that regard should be aimed at strengthening coordination with the African Union.

30. Since the role of international partners would remain critical for the implementation of the Comprehensive Peace Agreement, the African Union had produced a comprehensive African strategy for post-conflict reconstruction in the Sudan, to be coordinated with donor-funded reconstruction efforts. UNMIS had a critical role to play in the coordination work, and the General Assembly must therefore provide it with the means to implement its mandate.

31. **Ms. Attwooll** (United States of America) expressed her delegation's unequivocal support for UNMIS and said that the Mission must have suitable management and operational structures from the outset, given the complexity of its task and the difficult environment in which it operated. Believing that such a decentralized mission required appropriate lines of authority and accountability, the United States agreed with the Advisory Committee that UNMIS should clarify the responsibilities of headquarters and regional offices through an accountability framework. Although it was pleased that annual workplans had established a division of labour between UNMIS and United Nations agencies, funds and programmes, it wondered why that division of labour had not been clearly reflected in the Mission's budget. It was not obvious, for example, how the functions of the Humanitarian Assistance Liaison Unit differed from those of the Office for the Coordination of Humanitarian Affairs. Because UNMIS was expected to last for some time and to undertake a wide variety of activities, her delegation would appreciate knowing, in broad terms, which activities were likely to be short-term and which would continue for the duration of the Mission.

32. Aware of the heavy burden of air transport costs and the Advisory Committee's recommendation that they should be reduced if possible, her delegation welcomed the plan to use existing air assets, including

those of the World Food Programme. However, having examined the budget for the Mission, it was uncertain as to what other options existed, especially for the transport of contingent-owned equipment. It was pleased that the Advisory Committee's recommendations had led to a review of the Mission's staffing structure, which had been modified to better reflect the hierarchy between regional and subregional offices. The ratio between national and international posts was appropriate and would result in national capacity-building, but more improvements were needed in areas where the staff structure was top-heavy and the grading of posts was inconsistent. The Advisory Committee's recommendation that offices or units should be consolidated, and some functions centralized, deserved consideration, particularly as UNMIS had a higher percentage of civilian personnel than any other large or medium-sized mission.

33. The budget for the Mission indicated clearly that, while UNMIS would play a strong coordination role in the return and reintegration of 4 million people, it would not be involved in the delivery of return and reintegration services. Her delegation would therefore like to know why $12 million had been set aside for disarmament, demobilization and reintegration, and what obligations were placed on UNMIS by article 19 of the Comprehensive Peace Agreement in connection with the cost of demobilizing and disarming 10,000 members of groups which had not signed the Agreement.

34. **Mr. Mumbey-Wafula** (Uganda) said that the international community must act to restore southern Sudan's State institutions, which had been weakened by years of conflict. The mandate of UNMIS was to support the implementation of the Comprehensive Peace Agreement by coordinating the national reconciliation process to bring lasting peace and stability and build a prosperous and united Sudan which protected all its citizens and their human rights.

35. In the absence of functioning State institutions, national and regional stability had been threatened by forces such as the Lord's Resistance Army, a terrorist organization which had used its bases in southern Sudan to terrorize the local population and launch attacks on northern Uganda. As a neighbour of Sudan, Uganda was glad that the Mission's deployment was under way and that the international community had supported implementation of the Comprehensive Peace Agreement through troop contributions and extrabudgetary resources.

36. Although the Advisory Committee had requested the General Assembly to provide guidance on the funding of disarmament, demobilization and reintegration activities, the matter had been addressed extensively at the second part of the Assembly's resumed fifty-ninth session and did not need to be revisited.

37. **Ms. Udo** (Nigeria) paid tribute to the UNMIS military personnel, some of whom, including Nigerian troops, had given their lives. A great deal of hope and faith had been invested in the Mission, which must be given enough resources to meet the challenges before it. When the Committee had considered the interim funding for UNMIS a few months earlier, Nigeria had emphasized that peace in the Sudan, Africa's largest country, would be good news for the whole continent. Her delegation would like assurances that UNMIS would comply with its Security Council mandate to maintain continuous liaison and coordination with the African Union Mission in Sudan.

38. Her delegation hoped that the Secretariat would take account of the Advisory Committee's recommendation to keep the organizational structure of UNMIS under review. Although complex, that structure seemed suited to the country's vast land area. Efforts must be made to avoid overlap and duplication within UNMIS and with the United Nations funds and programmes. Her delegation would like to know where there was scope for cooperation and asset-sharing between UNMIS and other missions in the region, but urged that there should be no negative effect on any of the missions involved. It hoped that progress towards the medium- and long-term targets for recruiting and training national staff, as a key capacity-building step, would continue. Lastly, while delayed deployment had led to a reduction of the original UNMIS budget proposals, that reduction should in no way affect the achievement of the Mission's mandate.

39. **Mr. Kozaki** (Japan) asked for further clarification of the integrated mission structure and post structure of UNMIS, as well as the division of labour and the roles and responsibilities of the Mission and of the United Nations funds, programmes and specialized agencies. In particular, he wondered how the Special Representative of the Secretary-General for the Sudan would implement the unified approach

described in paragraph 5 of the report of the Secretary-General (A/60/190) and avoid duplication by pooling existing and planned resources. He also requested more details on the proposed division of labour and coordination between the UNMIS Humanitarian Assistance Liaison Unit and the United Nations Office for the Coordination of Humanitarian Affairs and between the Disarmament, Demobilization and Reintegration Section and Return, Recovery and Reintegration Section of the Mission and other United Nations entities.

40. His delegation wished to know what the financial and administrative responsibilities of UNMIS were and whether they were clarified by a memorandum of understanding between UNMIS and other participating United Nations entities. It was also interested in the relationship between UNMIS and those other entities from the point of view of programme monitoring and accountability. As regional and subregional UNMIS offices were to be established, Japan would like to know what the United Nations presence in each area would be. It wondered, furthermore, how the system of delegating authority in UNMIS, as a large mission, would differ from the existing system used in other missions.

41. Turning to the Advisory Committee recommendation that the General Assembly should receive more details on the use of assessed contributions for disarmament, demobilization and reintegration activities, his delegation wondered whether the role of UNMIS was consistent with article 19 of the Comprehensive Peace Agreement; as matters stood, UNMIS would implement, rather than merely assist with, those activities in respect of armed groups which were not signatories to that Agreement. He asked why UNMIS would be responsible for the voluntary demobilization of special groups and which parts of the relevant Security Council resolutions authorized the outputs listed on page 17 of the report of the Secretary-General (A/60/190). He requested details on the voluntary contributions received from donors, particularly for disarmament, demobilization and reintegration. His delegation would like the Organization to provide an update on the actions described in paragraphs 11 and 38 of the report of the Secretary-General on the Sudan (S/2005/579); it wondered whether voluntary disarmament of the southern militias was possible under the current circumstances and whether any expenditure from a contingency fund set up for that purpose was likely to take place by the end of the current fiscal year. It also requested details on the sum proposed for quick-impact reintegration-related projects.

42. **Ms. Pollard** (Director of the Peacekeeping Financing Division) said that questions and comments regarding the financing of UNMIS, particularly those focusing on disarmament, demobilization and reintegration issues, would be thoroughly addressed in informal consultations and that representatives of the funds, programmes and specialized agencies would be encouraged to participate in those consultations.

43. **Mr. Saha** (Acting Chairman of the Advisory Committee on Administrative and Budgetary Questions) said that the questions and comments regarding the Advisory Committee's recommendations in connection with UNMIS would be addressed in informal consultations, but reiterated that further clarification should be provided with regard to the use of assessed contributions for disarmament, demobilization and reintegration activities, in order to demonstrate that those plans were consistent with the intent of the General Assembly.

The meeting rose at 3.45 p.m.